

**State Interoperability Governance Board  
Minutes  
July 27, 2017  
10:00 AM  
Wingate Hotel**

**Members Present:**

Ron Baldwin, State CIO/SITSD – Chair  
Quinn Ness, MDOA/SITSD  
Siri Smillie, Governor's Office  
Delila Bruno, DMA/DES  
Geoff Feiss, MTA  
Clint Loss, MEMSA  
Jason Smith, Governor's Office of Indian Affairs  
Patrick Lonergan, MFCA

Captain Curt Stinson, MACOP  
Doug Russell, MLCT  
Major Robert Armstrong, DOJ/MHP – Alternate  
Shantil Siaperas, MACO – Alternate  
Chief Robert Drake, MSVFFA – Alternate  
Jon Swartz, MDT – Alternate  
☞ Greg Megaard, MSFCA

**Staff Present:** Wendy Jackson, DOA/SITSD

**Guests Present:** Sarah Greenwood, FirstNet; Jennifer Harder, FirstNet; Tara Thue, AT&T; Garrett Doyle, AT&T; Ken Malm, AT&T; Trudy Skari, MDOA/SITSD; Rhonda Sullivan, MDOA/SITSD; Burke Honzel, DES; Jake Ganieany, DES; Dale Osborne, DOJ/MHP; Mike Feldman, DOJ/MHP; Steve Keller, MDT; Wing Spooner, MDOA/SITSD; Jennifer Viets, DOJ/DCI/CJIN; Megan Martin, DOJ/DCI/CJIN; Greg Pierson, DOJ/IT/PMO; Nanette Gilbertson, MSPOA; Ed Tinsley, DOA/SCEMO; Dan Hawkins, US DHS/OEC; Nora Kennedy, Blackfeet Tribe; Mike Raczkowski, DOC; Sarah Wolf Tail, Blackfeet Homeland Security; Sandra Barrows, Barrows Consulting; Kevin Kerr, Private Engineering Group; Beki Brandborg, DOA/SITSD Contractor; Dan Sullivan, DOA/SITSD; Adriane Beck, Missoula County OEM; Drew Koepke, Missoula County OEM; Tom Kuntz, Red Lodge Fire Rescue; Jeremy Kopp, Gallatin County Sheriff's Office; Michael DeGrosky, DNRC

☞ **Real-time Communication:** Charlie Gilmore, Lewis & Clark County, Donald Long Knife, Remi Sun

**Welcome**

Ron Baldwin welcomed the council to the July 27, 2017 State Interoperability Governance Board (SIGB) meeting. All members and guests were introduced.

**Minutes**

**Motion:** Geoff Feiss made a motion to approve the May 11, 2017 minutes. Siri Smillie seconded the motion. Motion carried.

**Business**

**First Responder Network Authority (FirstNet) & Montana: Introduction, Overview & Timeline**

Quinn Ness provided introductory remarks outlining meeting objectives. The goal of this meeting is to approve a recommendation to the Governor regarding the FirstNet nationwide wireless broadband network. Options for this recommendation include opt-out, opt-in, and proactive opt-in. An opt-out decision by the Governor would require the State of Montana to build, operate, and maintain a radio access network (RAN) for the next 25 years. If the Governor does not act regarding this decision, FirstNet is required to deploy the RAN in Montana. The proactive opt-in decision would allow for immediate deployment of the RAN in the state. If the opt-in option is exercised, public safety entities will have the choice of whether to subscribe to FirstNet/AT&T services and use this network.

Tracy Murdock, FirstNet Region VIII Consultation Lead, gave a brief explanation of FirstNet as the final recommendation of the 9-11 Commission. FirstNet was created by Congress in 2012 to meet the need for a nationwide public safety communications system. The FirstNet organization is overseen by a board of directors, comprised of industry experts, federal employees, and public safety subject matter experts. The law establishing FirstNet requires outreach to discover public safety communication needs. These needs were compressed into an objective based Request for Procurement (RFP) which outlined a public private

partnership. This bid was awarded to AT&T and state specific plans were developed. State plans were engineered to meet the specific public safety communications requirements of each region. AT&T expanded upon the original 400 megahertz (MHz) Band 14 spectrum by offering priority and preemption for public safety communication on their entire 4G Long-Term Evolution (LTE) network. The proposed contract is for a length of 25 years. This contract will be managed by FirstNet and includes minimum network subscriber requirements for AT&T. FirstNet engagement will continue throughout the life of this contract by providing public safety expertise, program management, and superior customer service.

### **AT&T's Nationwide Public Safety Broadband Network (NPSBN) Solution: 16 Objectives**

Garret Doyle, AT&T State Market Manager - FirstNet, reviewed the telecommunication company's extensive experience and qualifications. AT&T has been involved in telecommunications for over 100 years. Their current capabilities include a \$180B existing network and extensive experience with LTE and wireless network deployment. AT&T has committed to multiple generation upgrades to the NPSBN. AT&T will utilize existing security operations centers, as well as stand up specific security operations centers, to support the FirstNet project. AT&T is conducting next generation testing to provide customers and the public safety community with continuous technological advancement. AT&T was awarded a \$6.5B contract to launch the NPSBN, but additional funds will be required to complete this project. To facilitate the completion of this network, AT&T has committed to a \$40B investment, making this one of the largest private investments in the United States (US).

Tara Thue, Director of External and Legislative Affairs at AT&T, outlined the companies' presence in Montana. AT&T has more than 700 employees in Montana, with a large employee base in Missoula. Between the years of 2014 and 2016, AT&T invested more than \$150M to expand the LTE network throughout Montana.

Mr. Doyle spoke to public safety priorities for this network deployment. First responders will be given priority on the network to allow first responders access and priority over other users on a congested network to facilitate emergency communications. The 700 MHz spectrum will be a shared network, with both the public and first responders as customers. This will allow AT&T to monetize the network and utilize revenue from customers to maintain low costs to public safety entities.

Q: Mr. Ness: Does the contract contain stipulations regarding price reduction for first responders if monetary thresholds for the network are achieved?

A: Mr. Doyle: There is no specific stipulation. However, by leveraging group purchasing contracts, AT&T will be able to offer enhanced services to first responders at or below current market prices.

Ken Malm from AT&T clarified a requirement within the contract stipulates that funds generated from the FirstNet network must be reinvested into this system to expand and grow the network.

Mr. Doyle reviewed first responder requirements for immediate operability of this network. AT&T is prepared to launch services later in 2017. Main feature sets are scheduled to roll out in 2018. Mr. Doyle acknowledged the critical nature of coverage in rural areas of Montana. The utilization of multiple technologies may be required to achieve this coverage. This network will allow first responders to use commercial, off the shelf devices rather than requiring the purchase of specific equipment for emergency communications. Specialized devices will also be available.

Mr. Doyle discussed coverage solution elements. AT&T has an existing cell base network that covers 99% of the US population and 95% of the population within the state of Montana. This provides a base network which can be grown and expanded upon. AT&T also has existing rural roaming partners that can be leveraged to increase AT&T coverage. Use of communication sites owned by tribes and counties will be considered as the network expands. Deployables, or portable cellular units, will be utilized, as needed, in federal land and rural areas where establishing coverage is difficult. They will be seasonably mobile with deployment based on historical, geographical need such as wildfire and hurricane seasons. Many of the current deployables are owned by the federal government. The establishment of the FirstNet network will make deployable assets available at a state level, rather than strictly at a federal level. 72 AT&T deployables are available at no cost and can be requested by a locality or agency for an event, such as search and rescue or wildfires. These deployables currently have a goal of a 14-hour response time for natural disasters. Deployables will not be

available for use in Canada. Deployables will not be used to provide long term coverage but will be utilized to enable coverage in remote areas during an emergency. The Distributed Antenna System (DAS) and satellite capabilities will also be used to augment coverage.

Q: Chief Robert Drake: Will deployables provide coverage in large events to attendees?

A: Jennifer Harder: FirstNet can work with agencies to conform deployable coverage to meet specific event needs, including coverage for event attendees.

Mr. Doyle provided an overview of service plans and procurement. AT&T recognizes the need for similar or improved pricing, as well as the variety of diverse types of first responders and devices. Some first responder communication devices are issued by the state while others leverage existing personal devices for emergency communication purposes. To address this diversity of first responder communication needs, plans will be available specifically for volunteer firefighters who use their own devices. First responders who utilize their personal devices for emergency communication will not be charged a premium for these plans.

Q: Shantil Siaperas: Are there current or future costs to state or government agencies for participation in FirstNet?

A: Mr. Doyle: States are not being asked to make any kind of financial commitment. Individual service contracts will be established with each agency. Costs for additional services may apply, depending on how agencies choose to engage in this network.

Q: Donald Long Knife: How will this benefit reservations on the Highline?

A: Mr. Doyle: Coverage provided by deployables will function the same, regardless of where they are stationed.

Ms. Murdock reviewed FirstNet's tribal outreach efforts via state governments. Once states choose the opt-in decision, FirstNet will be able to engage directly with tribes.

Ms. Harder confirmed ongoing consultation and tribal outreach will occur throughout the life of this contract to address needs.

**Action Item:** Mr. Doyle and Mr. Long Knife will engage in conversations regarding coverage in this geographic location.

Q: Chief Drake: Will unlimited data contracts from AT&T be available to first responders at prices comparable to what they are currently paying?

A: Mr. Doyle: AT&T has unlimited data plans. In addition, there are provisions in the contract to address the most appropriate manner of deployment with users who consistently overuse data.

Discussion ensued regarding mission critical voice. Many public safety entities within Montana cannot afford mission critical voice. Questions were raised regarding the ability of individual organizations to own and maintain their own deployables.

Mr. Doyle stated the subject of agency owned deployables could be addressed and considered. However, it may be difficult to find individuals who can maintain and upgrade technical capabilities of the deployable. Satellite subscriptions required for the deployables to function are very expensive. Existing radio trucks may be utilized for this purpose, but this would fall outside of the contract parameters. Other options, including mounting transmitters on existing vehicles, may be explored to improve coverage in certain areas.

Mr. Doyle discussed the feasibility of upgrading cell towers owned by the tribes and located on tribal land. Sites currently containing AT&T equipment will be included in the network LTE upgrade. Growth onto new locations will be considered during future planning. All existing assets, including state and tribal owned assets, will be considered to improve and expand the network.

Dale Osborn stated some cell carriers do not cooperate well with other entities. This has created conflicts in co-location.

**Action Item:** Mr. Malm will meet with Mr. Osborn to further discuss the issue of co-location.

Mr. Doyle discussed Bring Your Own Device (BYOD) policies. AT&T will establish a mobile virtual network operator (MVNO) on top of their existing infrastructure. The network will leverage the existing AT&T infrastructure, including LTE bands. All current LTE capable devices will work with the network. Current AT&T subscribers will utilize their existing device on the FirstNet network. The next generation LTE devices will also be available on the FirstNet network. Current Verizon customers will be able to roll over to the FirstNet network in the same way as they would roll over to any other provider. Current devices from other carriers may not work on the FirstNet network.

FirstNet network rate plans and pricing will be comparable to current commercially available rate plans. Corporate Responsibility Users (CRU) and Individual Responsibility Users (IRU) will be available.

Mr. Doyle outlined priority and preemption service. Priority on the network means first responders will be put at the front of the line with regards to cellular service. Ruthless preemption will be exercised to actively remove service from non-public safety users during high network congestion to enable public safety communications. This preemption is automatically built into network core and will always be available. Priority and preemption will be determined and applied by the network. BYOD will not be discriminated against when determining priority and preemption. Both voice and data will be included in priority and preemption. The Government Emergency Telecommunications Service (GETS) and Wireless Priority Service (WPS) will work on the FirstNet network to ensure emergency calls can get through on a congested network. The FirstNet network will utilize WPS when necessary.

Mr. Doyle provided a brief description of first responder users for the FirstNet network. Primary users include police, fire, and Emergency Medical Services (EMS) personnel. Emergency and Public Safety Answering Point (PSAP) managers are currently being added to the primary users list. Agencies determine first responder eligibility according to the North American Industry Classification System (NAICS) code. Extended primary users are individuals who are not designated primary responders but can be temporarily elevated to first responder status when necessary. Extended primary user status is granted at the discretion of the agency and instant elevation will be available. Agencies will utilize a management tool to decide when to elevate extended primary users to first responder status. This tool will aid in maintaining the integrity of the program.

Mr. Doyle reviewed additional options including the Identity, Credential, and Access Management (ICAM) solution which will provide FirstNet users with single sign on capability to access multiple databases. AT&T is actively working on this solution. The FirstNet app store will be available with curated apps that users can load on their device. The FirstNet app store is an optional augmentation that is available to FirstNet network users. This app store will provide a common platform to develop the promotion of first responder wireless communications. A Public Safety home page will dovetail the FirstNet website.

Mr. Doyle confirmed AT&T and FirstNet customer service support personnel will receive training to familiarize them with first responder verbiage. This will enable support personnel to provide immediate assistance to first responder customers. AT&T is establishing call centers specifically designated to provide communications support to FirstNet first responder customers.

Mr. Doyle discussed the device ecosystem which provides a huge advantage to agencies. Existing infrastructure will be utilized to build the FirstNet ecosystem. This ecosystem will include the Internet of Things (IoT) and increase the frequency of usage for internet capable devices. AT&T has a push to talk communications solution that will function as an augmentation to the existing Land Mobile Radio (LMR) system. This will not operate as mission critical push to talk. AT&T also has bridging capabilities which will allow push to talk cellular to work with first responder radio equipment. AT&T has partnered with Motorola. The LMR Motorola radios are equipped with LTE capabilities. FirstNet network devices will have international roaming capabilities but priority and preemption services are currently not available outside of the US. AT&T is currently partnering with one telecommunications provider within Montana to provide roaming capabilities outside of the FirstNet network. Additional partnerships with telecommunications providers within Montana will be pursued to increase network coverage wherever possible. AT&T utilizes relationships with other

communications companies to provide landline services in Montana. AT&T will continue to expand upon these relationships.

Mr. Doyle discussed estimated response times to address telecommunication tower malfunctions. Response time will vary according to geographical locations. AT&T has response time goals but these may not be achievable in every situation.

### **Deployment Plan: What it means for Montana Public Safety**

Mr. Doyle reviewed the FirstNet website including a model coverage map outlining the baseline of current AT&T network coverage.

Mr. Malm stated this map is a mathematical model which uses drive data to make maps as accurate as possible and include terrain features. Dark blue areas of the map represent current LTE coverage. This designation does not indicate the strength of coverage in these areas. There are distance limitations which are included in this model. The grey areas on the map denote 3G network coverage. The plan is to include LTE services in these areas. The FirstNet network with priority will be available in Northeast Montana via an AT&T roaming partner. Preemption will be implemented with AT&T roaming partners soon. The white space in the middle of Montana denotes roaming areas where AT&T does not currently have access. AT&T is working with other telecommunications providers carriers to develop a cooperative relationship that allows AT&T coverage in this area. Mr. Malm highlighted a map depicting priority locations for projected coverage upgrades.

Discussion ensued regarding specific areas of coverage needs. The AT&T Business Model allows for incorporation of stakeholder input regarding coverage upgrade decisions. Priority coverage area suggestions provided by stakeholders will be considered by the AT&T team and assessed for priority and feasibility. Statistics, including tourist and accident data, will be used to determine the highest priorities for coverage expansion.

Mr. Doyle stated providing coverage for every square inch of Montana via a macro network is not feasible. However, several solutions may be utilized to address coverage issues including deployables. In addition, the development of innovative technologies will be leveraged to expand coverage whenever possible. AT&T has achieved specific coverage goals issued by FirstNet on both national and state levels.

**Action Item:** Mr. Doyle will follow up with Mr. Feiss regarding AT&T coverage goals and achievements.

Q: Mr. Feiss: What are AT&T's objectives for increasing coverage in Montana?

A: Mr. Doyle: AT&T's coverage maps are public and can be found at [www.firstnet.gov](http://www.firstnet.gov).

Mr. Feiss stated AT&T coverage for the state of Montana does not reflect a substantial amount of coverage. Mr. Doyle commented AT&T has a commitment to roll LTE out across their entire network. Current coverage maps do not show projected coverage expansions.

Ms. Harder stated this contract represents a 25-year commitment to maintaining and improving public safety communications within the state of Montana. Specific state or agency public safety communication needs can be addressed on an individual basis.

Several attendees voiced concerns that much of the wildfire activity is in areas without AT&T coverage. Mr. Malm confirmed deployables could be utilized to provide coverage in these areas in the event of wildfire activity.

**Action Item:** AT&T will meet with Mr. Long Knife to discuss coverage in Fort Belknap.

### **Discussions, Questions & Answers**

Mr. Ness observed the proactive opt-in decision would allow for immediate network deployment in Montana. A decision of no action would significantly delay the deployment of this network.

Mr. Malm stated a proactive opt-in decision would expedite expansion of existing coverage within Montana. Operational discussions can occur once an opt-in decision has been reached.

Ms. Harder explained that erection of cell towers often takes longer when construction takes place on

government or tribal lands. These situations do offer the potential for synergy between government and tribal entities regarding negotiations.

Ms. Harder discussed potential ramifications regarding Montana's participation in the FirstNet network. In the case of an opt-out decision, the State of Montana would choose to accept all risk and responsibility for the RAN portion of the FirstNet network in within the state. Montana would select a RAN provider and the network would be owned by Montana and their chosen provider. Montana would accept responsibility for all testing and integration costs and promise to maintain the network for 25 years. If the state fails to meet these obligations, Montana taxpayers would be required to reimburse FirstNet. A state-owned network would provide Montana with more options regarding coverage priorities, but the network would be constrained to the same level of technology as the FirstNet network. Ms. Harder explained that in the event of an opt-out decision, the State of Montana would become a competitor of FirstNet. This choice would entail commitment to an extensive process that involves a full RFP, Federal Communications Commission (FCC) review, National Telecommunications and Information Administration (NTIA) full technical review, and Spectrum Management Lease Agreement (SMLA).

Q: Mr. Feiss: What assurances does the Governor have that FirstNet and AT&T will fulfill the terms of this contract?

A: Ms. Harder: This contract will be enforced by the federal government. This contract cannot be shared with stakeholders or states due to federal contract laws.

Q: Mr. Feiss: How can we ensure the leveraging of existing assets?

A: Ms. Harder: There would be no benefit in omitting the use of existing assets unless the site lacks the necessary capabilities or the entities involved are unwilling to work with AT&T and FirstNet to complete required upgrades.

Q: Mr. Feiss: What recourse do states have if AT&T and FirstNet do not live up to the obligations of this contract?

A: Ms. Harder: FirstNet is a federal agency and must fulfill its contractual obligations or face enforcement of these obligations by Congress.

Q: Captain Curt Stinson: How will states know if AT&T has achieved these performance standards?

A: Ms. Harder: FirstNet is pushing for transparency wherever possible. Information regarding performance standard achievements will be communicated to stakeholders.

Mr. Ness observed that agencies are free to choose an alternate service provider, if they feel AT&T and FirstNet are not meeting their contractual obligations. Individual agency contracts with AT&T can be tailored to include performance metrics and address the specific communication needs of that entity.

Mr. Doyle stated there are performance standards built into the federal contract that AT&T must meet regarding state level adoption targets.

Ms. Harder stated that NTIA grant funds are available to assist with build out cost for states that opt-out of the FirstNet network. Funding is not available to operate or maintain state networks. All profits from state networks would be required to be reinvested into the system.

Q: Captain Stinson: In the case of an opt-out decision, what is the timeline for submitting state plans?

A: Ms. Harder: State plans will be due in 2018. A different plan would be required for submission to the FCC in 2019 and 2020. Authorization to turn on the RAN system would occur in 2021. States are required to verify and test the network prior to the system going live. A certain degree of leniency will be provided to states to allow time to implement technology upgrades that are required to match the FirstNet feature set. States choosing to opt-out are obligated to enter into a federal contract with FirstNet that stipulates consequences a state will incur if it is unable to fulfill its contractual obligations.

In the case of an opt-in scenario, AT&T and FirstNet will be held accountable for building the network in Montana. There is no mandate that requires entities to utilize FirstNet as their communications provider.

## **Public Comment**

Ms. Siaperas stated concerns regarding the possibility of future mandates which would require states to

maintain the network infrastructure if things go poorly with FirstNet.

Mr. Ness requested clarification that it is the responsibility of the federal government to maintain the network should FirstNet fail.

Mr. Feiss restated his apprehension regarding the lack of oversight and accountability by the Governor for this process. Mr. Feiss stated his desire for the Governor to recognize this lack of oversight in his final decision.

Ms. Smillie confirmed the Governor's legal counsel is comfortable with the agreement between FirstNet and AT&T and does not have concerns regarding the lack of review by the state as it is a federal contract.

The SIGB encourages the State of Montana to support assurances that FirstNet and AT&T complete the performance requirements of their contractual agreement.

The SIGB strongly encourages the use of local government and private telecommunications resources and assets in deploying the network in Montana.

### **Recommendation to the Governor**

Mr. Baldwin solicited a motion for a recommendation to the Governor.

**Motion:** Patrick Lonergan made a motion that the SIGB recommend a proactive opt-in to the Governor. Captain Stinson seconded the motion. Motion carried.

### **Next Meeting**

Mr. Ness stated the SIGB has met all of the requirements of the Governor. As such, upcoming SIGB meetings will be held on an as needed basis pending the Governor's decision regarding reconstitution of the SIGB.

### **Adjournment**

The meeting adjourned at 2:10 PM.